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SIPDIS

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UG

SUBJECT: UGANDA: TRAFFICKING IN PERSONS REPORT 2009

REF: A. 07 STATE 132759 B. KAMPALA 27

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¶1. Embassy POC for Trafficking in Persons (TIP) issues is Political/Economic Chief Kathleen FitzGibbon, Tel: 256-41-306-214, Mobile: 256-772-220-030, Fax: 256-41-345-144. To prepare this report, P/E Chief Kathleen FitzGibbon (FS-02), spent 30 hours, political assistant Gracie Jaasi spent 15 hours, and DOJ Police Advisor spent 10 hours.

¶2. Following responses are keyed to ref A paras 23-27.

¶3. Overview of Uganda's TIP Situation:

23A: There are sources available on trafficking in persons in Uganda. A number of international organizations and local non-governmental organizations partner with the Government to do assessments on various aspects of trafficking. We have found these sources to be reliable. These studies make estimates of numbers of victims, but basically provide descriptions of trafficking trends, types of victims, how trafficking occurs, and profiles of traffickers. The Government of Uganda (GOU) established its anti-trafficking unit in February 2008, which will be responsible for documenting trafficking cases.

In 2008, the African Network for the Prevention and Protection Against Child Abuse and Neglect (ANPPCAN) published its "Report on Child Trafficking in Kenya, Ethiopia, Uganda, and Tanzania." The report's objective was to gain a thorough understanding of child trafficking in the four countries to guide the development of advocacy strategies and programs to respond to the problem. The methodology consisted of 1,500 interviews at the household level and at border posts. The key finding is the lack of awareness among adults on child trafficking (38%) compared to children (80%). The report found that children learn about trafficking in their schools, from other children, or from public campaigns. This finding is salient because in Uganda, parents unknowingly traffic their children to urban areas for work and education. This movement of children for labor is considered "normal" practice and a means of family survival. The report recommended community sensitization and addressing the "push" factors that lead to children being trafficked; training for government and local officials on trafficking, particularly in border areas; and development of strong networks of civil society organizations to raise awareness and

provide victim protection.

The Ugandan Government's Ministry of Gender, Labor, and Social Development (MGLSD) and the UN Fund for Population Activities (UNFPA) Gender Project published a study on "Gender Issues in Trafficking of Human Persons in Uganda." Rogers Kasiyre, the Director of the Ugandan Youth Development Link (UYDEL) and a recent U.S. International Visitor Program participant, led the research team. The research was conducted in October 2007. The report was published in 2008. The report methodology consisted of interviews with over 30 adult and child trafficking victims and eight focus group discussions in Kampala. The report notes recent progress made in Uganda: the drafting and tabling of the Bill to Prohibit Trafficking in Persons, U.S. Government support to various stakeholders, UN Office of Drugs and Crime efforts to train various government officials and non-governmental actors on trafficking, and the inception of victim support programs through the International Organization for Migration (IOM) and local NGOs.

The report showed that trafficking in Uganda is poverty-driven and that deep-seeded gender discrimination makes women and girls more vulnerable to trafficking than males. It highlighted the need for victim-support networks, public awareness campaigns that utilize the experiences of former victims, and livelihood and vocational skills training for former victims and to prevent others from falling prey to traffickers.

Prior to these two reports, the most comprehensive studies on trafficking and commercial sexual exploitation of children were conducted in 2004 and 2006 by the MGLSD and the International Labor Organization's International Programme on the Elimination of Child Labor (ILO-IPEC). The 2004 report on Commercial Sexual Exploitation of Children (CSEC) estimated that 7,000-12,000 children in Uganda were sexually exploited for commercial purposes. The study noted

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that 28% of the trafficked children in the sample were assisted by a third party.

The ILO-IPEC Rapid Assessment Report on child trafficking in 2006 (released in 2007) noted an increase in cross-border trafficking. Save the Children Uganda reported on child trafficking from Karamoja in northeastern Uganda. Another NGO, OASIS, also conducted research in Karamoja in 2006. All of the studies on trafficking indicated that statistics that determine the scope and magnitude of the problem were difficult to obtain. Instead, the reports focused on trends in trafficking and recommended actions for the GOU and non-governmental organizations. These studies indicated that girls were at a higher risk of being trafficked than boys. Trafficking in persons from Karamoja was tied to the distortion of seasonal migration patterns and is a coping mechanism in response to insecurity resulting from an ongoing disarmament program.

23B: Uganda is a country of origin, transit, and destination for trafficked children and adults. The major types of trafficking were children exploited for commercial sex and forced labor and adults trafficked for labor. CSEC occurs internally in Uganda and victims generally move from rural villages to border towns and urban centers, where they are exploited. The GOU pushed the Lord's Resistance Army (LRA) out of northern Uganda in late 2005, though some abductions took place to August 2006. There have been no LRA abductions in Uganda since then, but the LRA continued to abduct children and adults to serve as sex slaves, porters, and combatants in southern Sudan, the Democratic Republic of Congo (DRC), and Central African Republic. The UN Office of the Coordinator for Humanitarian Affairs (UNOCHA) reports that between December 2007 and January 2009, the LRA killed 900 people and abducted 711 women and children in the DRC, CAR, and southern Sudan. Three LRA leaders were indicted in 2005 for crimes against humanity, including forced recruitment of children to serve as sex slaves and child soldiers. On December 14, 2008, after LRA leader Joseph Kony failed several times to sign a peace deal, the Governments of Uganda, DRC, and southern Sudan launched a joint military operation to capture or kill the LRA leadership. The operation is ongoing. The allied forces have rescued 280 abductees from the LRA to date.

With the exception of these military operations, there have been no major changes in Uganda's trafficking situation. The studies done on the trafficking problem do not give estimated numbers of each type of victim.

23C-D-E: Unwitting families send their children to urban centers, where they are exploited for sex or labor. For children under 12 years of age, the traffickers used the consent of the parents, sold on promises of a better life. In most situations, the parents placed their children with an intermediary known to the community. The intermediaries were mostly relatives, peers or well-established individuals. In addition to family members, the ILO, MSLSD, UYDEL, and the Ugandan Police Force (UPF) have identified traffickers as: pimps, bar and brothel owners; employment bureaus and recruitment agencies; formerly trafficked victims who recruit others; peers and friends; intermediaries in villages; farmers and fishermen at landing sites, churches and religious people, transporters, document forgers, and non-governmental organizations, such as orphanages. Many children are enticed into prostitution by their friends, who benefit financially from recruiting others.

Girls and boys between the ages of 8 and 18 are the most vulnerable to trafficking.

The head of Uganda's newly established anti-trafficking unit reports trafficking of Pakistani, Indian, and Chinese workers by importers and construction firms. Police confirm the existence of trafficking rings in which Indian minors are forced into prostitution or pornography by Indian traffickers. When discovered, the perpetrators of these rings are generally charged with obtaining money under false pretenses, defilement, and sex with a minor.

Immigration and Police officials continue to follow trafficking in Uganda that involves the use of legal means to take children out of Uganda for illicit purposes. A non-governmental organization reportedly locates children and gains the agreement of their families by telling them the children will get an education or a

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better life. An expatriate then comes into Uganda on a tourist visa for a few weeks and gets a guardianship order through the courts, usually with the permission of the family. The magistrates, at the insistence of the "guardian," require the passport office to issue the child a passport. The children may become victims of organ harvesting or other forms of exploitation. Immigration officials have a taskforce to examine this trend and make recommendations to the Ministers of Internal Affairs and Justice on ways to stop the movement of children out of the country for illicit purposes through legal means. The children may become victims of organ harvesting or other forms of exploitation.

However, Ugandan justices use the same procedures to facilitate legitimate inter-country adoptions, granting legal guardianship to foreign citizens and permitting them to reside with the child abroad for full and final adoption abroad. Some Ugandan Government officials opposed to inter-country adoption of Ugandan orphans for cultural and other reasons will sometimes mention these types of cases when discussing trafficking. Regardless, the practice of granting legal guardianship to foreign residents has very little oversight and is problematic.

Employment agencies are receiving extra government scrutiny through the External Labor Unit (ELU) at the MGLSD. Embassies have met with the ELU and a number of security companies in Uganda recruit Ugandans to serve as security guards for U.S. facilities in Iraq. Two of these companies are sub-contractors for U.S. companies. The Commissioner for Labor and Parliament meet regularly with companies exporting labor to Iraq. Over 1,500 Ugandans are serving as security guards, drivers, and medical personnel at U.S. facilities in Iraq. The ELU follows up on and discusses complaints it receives from the Ugandan recruits about withholding travel documents and withholding or deducting pay against the terms of the contract. The Government suspended the license of one company for dubious recruiting practices.

14. Setting the Scene for the Government's Anti-TIP Efforts:

24A: The GOU fully acknowledges the country's TIP problem. There is political will at the highest levels of Government to stop trafficking in persons. The Minister of Internal Affairs worked with Uganda's 102 female parliamentarians to advance the draft comprehensive anti-trafficking legislation in Parliament. The bill has moved quickly through Parliament and was reviewed by the Committee on Defense and Internal Affairs from October to November 12, 2008. On November 13, 2008, Committee Chairman Mathias Kasamba tabled a USG-funded documentary and U.S.-provided documents, including the annual Trafficking in Persons Report and the Department of Justice's annual report on U.S. anti-trafficking efforts, when presenting the bill to the entire house. During the tabling, a procedural issue prevented Parliament from voting on the bill. The issue was resolved and the legislation will be re-tabled for passage on February 24.

President Museveni spoke out against child sacrifice and trafficking during several appearances over the holiday season. On January 5, Minister of State for Internal Affairs Matia Kasaija and Kayihura held a press conference to publicize law enforcement's response. Kayihura announced the establishment of an anti-human trafficking police unit to be housed under the Child and Family Protection Department. This move comes in advance of the passage of the anti-TIP law, which legally provides for its creation. On February 3, 2009 the 15-member inter-ministerial committee was formally established. It is housed in the Criminal Investigation Division of the UPF, is headed by a detective assistant commissioner in conjunction with the head of the Child and Family Protection Unit of the UPF. It is comprised of police, immigration, and MGLSD officials.

The police have begun proactive law enforcement measures to counter trafficking, according to Kayihura. This includes placing investigators with uniformed officers at checkpoints on roads leading into Kampala to identify potential victims and human traffickers beginning in January. The IGP plans to train the Community Policing Unit to develop public awareness strategies and procedures for the gathering and sharing of information between the police and the public on trafficking issues.

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The police established a hotline for tips from the public on trafficking and announced the hotline telephone numbers on February 13. In addition, Kayihura is in the process of establishing an "Amber Alert" system, which will allow the transmission of missing children alerts on cellular telephones. He will be presenting a plan to make these alerts regional at the upcoming East African Police Chief's meeting. (Note: The cellular phone companies cover all the East African countries. End Note.) Kayihura invited the head of Tanzania's anti-trafficking unit to conduct training in Uganda from February 15-20.

The UPF developed a 25-page anti-trafficking first responder pocket manual which was distributed to each of the 2,010 law enforcement personnel during the training programs. The manual contains the United Nations Protocol and current Ugandan laws, the duties of a first responder, and victim/suspect interviewing questions.

The media, including the Government newspaper, have conducted investigations and are reporting more on trafficking cases.

24B: The Ministry of Internal Affairs, which oversees the Ugandan Police Force, Immigration, and the Criminal Investigation Division, has the lead on law enforcement efforts to combat trafficking. The MGLSD has the lead on the development of policy.

The Ministry of Justice and the Directorate for Public Prosecutions (DPP) prosecutes trafficking cases. The Ministry of Gender, Labor, and Social Development takes the lead on labor and child trafficking cases. In northern Uganda, the military, which still provides security in most of the region, is the lead agency on assisting victims of LRA abductions. The military still processes returning victims of the LRA.

24C: Lack of resources continues to hamper the Government's protection efforts. A G/TIP-funded police training program, however, has kick-started a significant push by Government to have all police, immigration officers, and labor inspectors trained to identify and investigate trafficking. Trainers were trained and the GOU is now using them and trained officers of the UPF's Child and Family Protection Unit (CFPU) to conduct additional training. The Government lacks resources to provide assistance to victims, but refers victims to non-governmental organizations. The Minister of Internal Affairs has granted permission for victims of trafficking to remain in Uganda when needed for an investigation. The UPF has a memorandum of understanding with a prominent non-governmental organization to place its social workers in Central Police Station and in stations in two other districts to assist children and other trafficking victims. The NGO reports that the system is working well. The UPF's CFPU continued training of police constables on child rights, protection issues, and trafficking during the reporting period. Ugandan Government officials continued to assist returning abductees from the LRA. The Government, in conjunction with non-governmental organizations, transferred Karamojong children from Kampala to shelters in Karamoja.

Inadequate resources and significant court backlogs also constrain efforts of prosecutors and the judiciary to pursue convictions against internal traffickers involved in child prostitution. Corruption is a serious problem in government institutions in Uganda. However, there is little indication that officials were bribed or otherwise improperly influenced by traffickers.

24D: In January 2008, the Government launched a public campaign on child sacrifice and child trafficking and made public its statistics on the disappearance of children. (See Section 24A). The newly established anti-trafficking unit will be responsible for tracking and publicizing trafficking statistics and trends. We expect the first report in January 2010. Uganda immigration officials have a watch list and a computerized system, which allows border officials to stop individuals on the list. Within Immigration, there is a task force that monitors the issuance of passports to children and has blacklisted several NGOs and orphanages for possible trafficking offenses.

The Government more systematically monitors anti-trafficking efforts in the northern conflict as it processes former abductees among LRA

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defectors. The military's Child Protection Unit in Gulu is the first stop for rescued or escaped children. In 2007, the military processed 546 victims before turning them over to NGO-run rehabilitation centers. From 2008 to date, there were approximately 60 former abductees and ex-combatants processed by the UPDF and international organizations. The Government and donors also provide financial, medical, psychological, and rehabilitation services to ex-abductees, including child soldiers, for resettlement into Ugandan society. The UPF's CFPU at the national police headquarters monitors sex crimes involving children and local police efforts to rescue children from exploitative forms of labor. The DPP maintains statistics on the number of prosecutions and convictions on the crime of sex with a minor, which includes trafficking victims. Since comprehensive anti-trafficking legislation has not yet passed, trafficking cases are charged under other statutes, and specific trafficking statistics are not broken out. Uganda cooperates with INTERPOL and with regional law enforcement initiatives. Once the TIP law is passed, statistics on trafficking will be kept by the anti-TIP unit.

15. Investigation and prosecution of traffickers:

25A. Uganda does not have a comprehensive anti-trafficking law, but draft anti-trafficking legislation is expected to pass in March 2009. Parliamentary committee hearings on The Bill to Prohibit Trafficking were completed in November 2008. The bill was tabled on the floor of Parliament for passage on November 13, but a procedural technicality meant it had to be sent back to committee just before Parliament adjourned for recess. The bill has been re-tabled and must wait three weeks before passage.

Uganda does have statutes under which trafficking can be prosecuted.

The Penal Code Act contains penalties for several trafficking-related offenses including procurement of a woman to become a prostitute, detention with sexual intent, sex with a minor girl (defilement), dealing in slaves, and compelling unlawful labor.

Taken together, these laws cover the full scope of trafficking in persons. However, lack of investigative resources and technical capacity in the criminal justice system limit effective enforcement of the different laws.

25B-C: Trafficking cases are usually prosecuted under the following statutes; Section 131 of the Penal Code Act, which prohibits the procurement of any woman or girl to become a common prostitute or to work in a brothel, either in Uganda or elsewhere. The penalty for this offense is up to seven years imprisonment. Section 134 prohibits the unlawful detention of another person for the purpose of sexual intercourse, including in a brothel. The penalty for this offense is up to seven years imprisonment.

Section 249 prohibits the import, export, purchase, sale, receipt, or detention of persons as slaves. The penalty for such activities is imprisonment for up to 10 years. Section 250 prohibits the compulsion of any person to labor against his or her will; however, this is a misdemeanor offense. Acting Commissioner for Labor Harriet Luyima said that there have not been any convictions for labor violations because the labor inspectors are being used to raise awareness of labor regulations and are not yet in a position to conduct full-scale enforcement without training.

25D: Rape carries a maximum penalty of death. This sentence is sometimes imposed but has not been carried out in many years. Defilement (sex with a minor girl even if consensual) likewise carries a maximum penalty of death. These penalties are more severe than those for procuring a woman to be a prostitute (up to seven years imprisonment) or for dealing in slaves (up to 10 year's imprisonment).

25E: The following TIP cases occurred during the reporting period. In October 2008, the Joint Anti-Terrorism Squad (JAT) and Rapid Response Unit of the police arrested Ibrahim Ali Adan, a Swede of Somali origin, on suspicion of trafficking and obtaining money by false pretense. Fifteen Somalis file complaints against Adan, saying he had fleeced them of over \$100,000. Adan reportedly promised his victims new permanent resident visas to Italy, Germany, France, the United Kingdom, and The Netherlands. He charged between \$5,000 and \$12,000 for the false documents. The Criminal

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Investigation Division continues to investigate to see if there were others involved in the operation. He is being charged with obtaining money by false pretenses.

On November 24, 2008, police in Rakai District arrested Scovia Mbabazi, a Rwandan national when she attempted to sell Frank Hagirimaana, also a Rwandan national. Mbabazi was on remand at Luzira Prison in Kampala while the case was pending before the court. In February 2009, Ugandan authorities extradited Hagirimaana to Rwanda.

In 2008, there were 18 suspected ritual murder cases. These primarily involved children, believed to be trafficked or kidnapped. Fifteen of these cases were investigated and the cases are now in the High Court. During the same period, the police investigated 256 cases of child disappearance. There were two convictions.

On January 4, police in Gulu District arrested Pastor Florence Gerinya on charges of related to trafficking. A parent, who was enticed by Gerinya to give her two children to the pastor, complained to police that she had not seen her two children since April 2007. Pastor Gerinya allegedly promised to educate the children in Kampala. On January 5, police in Gulu arrested Pastor Experito Bulaamu on charges of trafficking 25 children from Gulu under the pretext of providing them with education. On January 14, Gerinya and Bulaamu were charged with abduction and granted bail. The case was pending before court. On January 10, the police traced the families of the 25 children in this case and returned 16 other

children found with the pastors to their homes.

On January 7, 2009, police in Kayunga District arrested Sylvia Kampiire, a Rwandan national on allegations of stealing a three-month old baby Diana Nyokiti. Nyokiti was handed over to the Rwandan authorities in February.

On January 27, 2009, police in Mubende District arrested Florence Nyamwize for attempting to sell a six month-old child. The police also arrested Edison Kanoweri who was allegedly assisting Nyamwize to find a buyer. The case is pending in court.

The Immigration's Legal and Inspection Services Department was investigating several cases of illegal trafficking in persons during the reporting period, but could not give the details of an ongoing investigation. Another case involved the recovery of 12 Tanzanian children, who had been brought to Uganda by an individual who promised to pay their school fees. The suspect and children were handed over to Tanzanian authorities.

25F: The GOU provided specialized training for government and law enforcement officials on who to recognize, investigate, and prosecute trafficking case. U.S. Department of Justice ICITAP trainers provided the initial training for 27 Ugandan instructors from the UPF, Immigration Department, and MGLSD, who then trained over 2,000 of the colleagues in November and December 2008 (ref B). The IGP has mandates that all Ugandan police officers receive specialized TIP training and it is being incorporated into the curriculum at the Masindi Police Training Academy. The CFPU completed training for 50 police officers on human trafficking, domestic violence, and child abuse in January.

25G: The GOU has cooperated with the governments of Rwanda, Burundi, DRC, Kenya, Tanzania, Yemen, Botswana, and Poland on trafficking cases. The GOU, DRC, and southern Sudanese governments are working together in a joint military operation to capture or kill LRA leaders and rescue abductees. The national police also participate in the East African Police Chiefs Organization (EAPCO), which includes nine countries in the region. The organization provides mutual legal assistance, training, and a forum to discuss trans-national crime. The INTERPOL unit of the national police also participates in multilateral investigations of cross-border crimes including drug and firearms trafficking, although none have so far included human trafficking crimes. Through the U.S.-facilitated Tripartite Plus process, the governments of Uganda, Democratic Republic of Congo, Burundi, and Rwanda have drafted a common extradition treaty. The head of Tanzania's anti-trafficking unit will be in Kampala from February 15-20 assisting the UPF in setting up its anti-TIP unit and providing guidance and training.

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25H: The GOU extradited two traffickers to Rwanda in 2008. The GOU belongs to INTERPOL and has in the past, in other crime cases, honored extradition warrants. The EAPCO is currently developing an extradition treaty for the nine member countries that should facilitate the extradition of criminals. Uganda, Rwanda, Burundi, and DRC have developed a draft common extradition treaty.

25I: Post continues to investigate allegations that a prominent Indian businessman has bribed a government official to allow him to bring Indian workers into Uganda. We have no evidence to substantiate the claims, but are following up with law enforcement authorities to get more information. We have no indications of government collusion with traffickers at an institutional level.

25J: Once the pending legislation is passed, if a police officer or other government official is involved in trafficking in persons, they may receive a sentence of life imprisonment.

25K: Section 139 of the Penal Code Act prohibits any person from practicing or engaging in prostitution. The penalty for prostitution is up to seven years imprisonment. Similarly, Section 137 prohibits any person from operating a brothel with a penalty of up to seven years imprisonment. Section 136 prohibits any person from living on the earnings of a prostitute, which includes aiding,

abetting, or compelling prostitution. The penalty for this offense is also up to seven years imprisonment. On occasion, the police will conduct "sweeps" in urban centers where prostitutes commonly work and arrest as many prostitutes as they encounter.

25L: Uganda has 1,700 peacekeepers in Somalia. The Ugandan Peoples Defense Forces (UPDF) reports no cases of trafficking involving peacekeepers in Somalia. Human rights groups in Uganda collaborate the UPDF's assertion. The UPDF investigated a case in which a Somali woman and child came to Uganda after the re-deployment of a Ugandan soldier back home. The investigation determined that she was not trafficked. She had traveled voluntarily on her own to Uganda.

In August 2008, Radhika Coomaraswamy, Special Representative of the UNSG for Children in Armed Conflict, issued a press statement regarding child soldiers in Uganda during her visit to Kampala. Coomaraswamy condemned the LRA's recruitment and use of children. She stated that she found that the Ugandan Government had no conscious policy, program, or project to specifically to recruit children. She claimed that children were being absorbed into the UPDF and local defense units. In her meeting with President Museveni, it was agreed that the GOU and UNICEF would work out an Action Plan for the prevention, removal and reintegration of any child soldier found in the UPDF or local defense units. The plan includes disciplinary action against any soldier that knowingly recruits children, access for UNICEF, the UN Office for the High Commissioner on Human Rights, and the Uganda Human Rights Commission to UPDF facilities.

On January 16, 2009, the GOU finalized the Action Plan for the Uganda Country Task Force on Monitoring and Reporting Regarding Children Associated with Armed Forces in Uganda. The Action Plan sets the stage for Uganda to be removed from the UN list of countries with child soldiers. The UNICEF-led verification teams are currently visiting UPDF facilities and monitoring recruitment exercises. UNICEF provides reports every four months to Coomaraswamy and stated that there have been no reports of child soldiers in its quarterly reports. There was only one case reported in 2007 of a 17-year old who falsified documents to get into the army. He was identified and removed. UNICEF is confident that the current verification mission will not find any children in the UPDF and that Uganda will be "de-listed" from UNSC 1612 when the committee meets on February 16.

25M: Uganda does not have an identified problem of sex tourism. The anti-TIP law draft has an extraterritorial provision to allow prosecution of Ugandans for trafficking-related offenses in another country.

16. Protection and Assistance to Victims:

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26A: Uganda does not currently have a formalized witness protection program; however, in some cases they are able to relocate a victim within the country. Currently, the UPF is providing protection to a victim of an attempted child sacrifice as the child received death threats from the suspects. Additionally, the IGP has advised that he plans to develop a witness protection program in anticipation of the passage of the anti-TIP law.

During the reporting period, the UYDEL, a local NGO, received 60 victims of trafficking in persons for protection. The UPF referred six of the victims.

The Government assisted the International Organization of Migration (IOM) in repatriating two female trafficking victims, one from Yemen and the other from Botswana. Both victims and their children needed government travel documents to return to Uganda. Staff members of the President's Office and Immigration were instrumental in ensuring that the travel documents were received. In 2008, IOM repatriated 88 Congolese women together with 124 dependents to DRC. These women were brought to Ugandan by soldiers returning from the war in Congo (1998-2003).

26B: The GOU provides assistance to former LRA abductees, including children. The Ugandan military has a Child Protection Unit, which facilitates the reception and debriefing of former child soldiers, as well as their subsequent transfer to NGO-run reintegration centers. Child soldiers who surrender or are captured are provided with shelter and food during the short period (one or two days) before they are transferred to NGO custody. NGOs are notified by the military as soon as the military has a child under its care. The amnesty program has been an important method to encourage the surrender of LRA rebels and has led to a significant reduction in LRA strength.

Under the MGLSD, two transit shelters for internally displaced Karamojong, including those children who were used for begging or trafficked to Kampala, were established in Karamoja. In February 2009, there were 50 Karamojong at the Mpigi facility near Kampala awaiting transfer to one of the two facilities in Karamoja. They were transferred as part of a group of two thousand others to two transit centers in Karamoja. These transit centers are predominantly for children and adults who migrated out of the region for better economic opportunities. Many of the children were sent by their families to beg in the major urban areas.

26C: The CFPU provides limited counseling services once a victim has been identified. They then refer the victim to available NGO's for additional services.

The Government does not have the resources to fund foreign or domestic NGOs for services to trafficking victims. However, the Government works closely with NGOs that assist former LRA abductees at reception centers and Karamojong children removed from the streets.

26D: Currently, Ugandan law does not protect foreign trafficking victims. The Minister of Internal Affairs can allow a foreign victim to remain in Uganda to assist an investigation. However, in most cases, victims are returned to their home of origin. The new legislation will remedy the current limitations on handling foreign victims. The government does not have the resources or services to provide a livelihood or other assistance to foreign victims.

26E: The GOU lacks the resources to provide longer-term shelter or housing benefits to trafficking victims. The Government, in conjunction with NGOs, provides vocational training and other services to victims of the LRA in the north.

26F: The Ugandan military's Child Protection Unit screens children who were trafficked by the LRA and refers them to NGO-run assistance programs. National and local level officials, especially district child labor committees, support the efforts of ILO/IPEC by identifying children for withdrawal from the worst forms of child labor. Local governments also have child labor committees to monitor the working conditions of children and to identify at risk children. As previously stated, the police conduct public awareness campaigns and remain in touch with schools, which assist in

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identifying victims. A U.S. non-governmental organization placed 5,000 children at risk for trafficking or other worst forms of child labor into schools. District labor committees assisted in identifying vulnerable children and following up with parents if the children did not go to school. Another program targeting 11,000 children is set to begin in northern Uganda. NGOs and the local district officials are currently identifying at risk children.

The Ugandan Police Force refers trafficking victims to NGOs. The UPF's CFPU works closely with UYDEL, which has placed social workers in the Central Police Station in Kampala and in two other locations to provide legal, medical, and psychological assistance to victims. The UPF has referred six victims to UYDEL's shelter in Kampala.

26G: The number cannot be identified at the present time as the bill has not been passed. Once passed, the UPF has committed to documenting these offenses in their statistics. The UPF investigated 103 cases of child disappearances and ritual murders in 2007, recovered 7 children, and secured no convictions. In 2008,

321 cases were investigated, 146 children recovered, and two convictions secured. Over the next year, the statistics will be disaggregated further pursuant to the new TIP law.

26H: The GOU does not have formal system of identifying victims from high risk groups. However, it is proactively trying to identify victims at entry/exit points into Uganda and Kampala.

26I: The rights of victims are generally respected in Uganda. Child victims of criminal activity are referred to the CFPU and social workers within police stations. Sometimes victims are detained, particularly when police conduct sweeps to remove street children or prostitutes from bars. Potential victims are sometimes prosecuted for immigration or prostitution violations. The GOU can detain individuals for 48 hours. Prostitutes are sometimes fined.

The majority of children over the age of 12, and others abducted by the LRA are granted amnesty through a government-supported program. After a period of residence at NGO reception centers, generally about six weeks, they are released so that they can be reunited with their families and reintegrated into society. NGOs and others provide limited additional assistance, including psychosocial counseling. Child sex workers rounded up with adult prostitutes during police sweeps are generally released without charge. Under current law, immigration officials are required to deport individuals in violation of the immigration code. The Legal Affairs Department at Immigration recognizes the problem, which will be rectified with the new anti-trafficking legislation.

As part of the ongoing reform program, IGP Kayihura has initiated changes that will improve respect for the rights of victims and at-risk individuals. He has decided that the UPF hold regular meetings on gender-based violence for its personnel to sensitize police officers on a range of issues, including gender-based violence, domestic violence and child abuse. These in-house meetings aim to reinforce the UPF's commitment to protecting the rights of women and children.

26J: The GOU encourages victims to assist in the investigation and prosecution of trafficking through referrals to NGOs, which can provide shelter and counseling while investigations proceed. Victims can get restitution through the Ugandan Human Rights Commission. Under the new law, a victim's fund will be established.

In northern Uganda, the government has offered amnesty to LRA rebels who renounce rebellion. The amnesty program is strongly supported by the civilian communities subject to LRA abductions and attacks. Returnees receive non-food items and a small sum of money for resettlement (\$50).

The government encourages victims in sexually related trafficking cases to testify. A medical exam, which can be conducted by a police physician, is necessary to provide evidence of the crime. However, the police employ few physicians due to resource constraints. As a result, victims of defilement and rape often have to pay for their own medical exams. The cost deters many from following through with legal action. There is also social stigma

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against victims of sexual crimes in some communities. Other factors believed to inhibit reporting and prosecution of sexual crimes include fear of retribution, lack of support services, and use of alternative restitution procedures.

Rescued victims of LRA trafficking are provided with initial care and support to assist in their rehabilitation and reintegration. After victims are reintegrated into communities, they are not provided any special protection beyond the general Ugandan military action to prevent overall LRA activity. The government can provide safehouses and other forms of witness protection when it is determined that there is a threat.

26K: In November 2008, an ICITAP trainer and the G/TIP-funded resident Police Advisor provided a two week train-the-trainer course with participants from the UPF, Immigration, Directorate of Public

Prosecutions (DPP), and the MGLSD. The course emphasized the process of human trafficking, current and pending Ugandan legislation, victims' rights, and duties of a first responder. The 27 participants were tasked with preparing a portion of the training materials to customize it for the Uganda environment. Thirteen of the newly trained instructors hit the road to provide a series of one-day sessions on "Combating Human Trafficking: First Responder Courses" in four locations throughout Uganda. The new trainees from the four core law enforcement agencies, with strong support from the Minister of Internal Affairs, Inspector General of Police, Immigration Director, DPP, and MGLSD enthusiastically worked together to teach the course to 2,010 trainees in Kampala, Masindi, Mbarara, and Mbale, which had been identified as top priority areas for training. One of the Ugandan trainers was so committed, he participated despite being hit by a car and seriously injured days before training others.

The UPF has begun to institutionalize the training within its in-service training bureau. Between January and February 2009, CFPU trainers trained an additional 50 officers on being a first responder in human trafficking cases. The CFPU conducted the class in Kampala, but it contained participants from various districts within Uganda. The second course iteration was conducted in Mbale, and included officers from Karamoja. Godfrey Sasagah, Director, Citizenship and Immigration Control, informed post in writing that he has noticed significant progress "in the enhancement of skills and creating awareness about aspects of human trafficking." He noted that his newly trained officers are helping their colleagues identify trafficking cases.

Upcoming USG training includes a two week criminal investigation course beginning in February 2009. The goal of this training is to enhance the skills of law enforcement in investigating and prosecuting human trafficking related offenses. Furthermore, beginning in March 2009 for five consecutive months, ICITAP will provide training to 150 trainers at the Masindi police academy in combating Human Trafficking Instructor Development.

The Government provides training to its military troops through its Child Protection Units, which are included in every unit. Ugandan troops deploying outside Uganda receive additional training, including on trafficking in persons (see 27G). On a regular basis, Ugandan soldiers are given specific training on the rights of children and carry a code of conduct. The code states: soldiers must apply and reinforce all practical and legal measures to protect children and their mother's lives and property before, during, and after conflict; soldiers should inspire confidence and let children know they are protected; soldiers should never neglect child protection issues and know children's rights; soldiers should stop the use of child soldiers and never give children ammunition to carry; soldiers should not rape children; soldiers should not maltreat, massacre, or mutilate children or separate them from their families; and soldiers should give children good advice. Police officers are actively participating in a specialized training program on the worst forms of child labor.

The Ugandan Embassy in Cairo assisted the three victims with travel documents in 2007. The GOU assisted victims found in Yemen, Botswana, and Poland in 2008-2009. The GOU does not offer training in trafficking of persons for its foreign service officers, but there immigration officers posted in Ugandan embassies are being

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trained as part of current training programs. Ugandan embassies are called upon to assist in the tracking of cases when needed and provide necessary travel documents to repatriate victims.

26L: The GOU provides assistance, including medical aid, to former abductees returning from LRA captivity.

26M: UNICEF, Save the Children, World Vision, International Organization for Migration, International Labor Organization, Kitgum, Gulu, and Kira's Concerned Women's Associations, Gulu Support the Children Organization, Give Me a Chance, the International Rescue Committee, Uganda Youth Development Link, Busia Compassionate Friends, Kids in Need, Restore International,

International Justice Mission, and a number of other NGOs work with formerly abducted children in northern Uganda, children in situations of commercial sex exploitation, and other at risk individuals. These organizations provide food, shelter, psychosocial counseling, and vocational training. The Government support fully with these activities.

17. Prevention.

27A: The Parliamentary Committee on Defense and Internal Affairs conducted extensive and well-publicized hearings on the Bill for the Prohibition of Trafficking in Persons in October and November 2008.

The joint Government-Population Services International's (PSI) campaign against "sugar daddies" and cross-generational sex appears to be having an impact. The campaign is focusing on decreasing both supply and demand. At Makerere University, intermediaries locate young students for older men for sexual relationships. The intermediaries are paid between \$100 and \$200 to recruit students. The campaign has several objectives, which include embarrassing men from recruiting younger sexual partners with promises of a better standard of living, including education, money, mobile phones, and clothes. It is educating students about the health and emotional risks to cross-generational sex. PSI reported that incidences of cross-generational sex had been reduced from 7.6% in March 2007 to 5.3% in July 2008.

In northern Uganda, government uses local-language radio programs to attempt to reach abducted children and their captors to persuade them to return from the bush. The GOU dropped flyers to LRA abductees in eastern DRC directing them to report to the nearest churches, military, or police units for rescue. To date, public awareness campaigns focused on addressing the supply side of trafficking because the GOU identified "ignorance" of the issue as the primary driver.

27B: Immigration officials discovered trafficking cases through monitoring of passport issuance. In 2000, Uganda required that all children have their own passports as a means to prevent child smuggling and trafficking. This has helped identify potential external trafficking victims. The Government monitors its borders and has cooperated in a US-financed program to increase border security. Traffickers have been apprehended at Uganda's border with Kenya and Rwanda. Uganda's INTERPOL unit disseminates international alerts on suspects to Uganda's border officials for screening immigrants. Immigration officials are monitoring flights to Dubai, which have been used to traffic children. The Uganda police also cooperate closely with their counterparts in the region to investigate and arrest suspects involved in cross-border crime.

27C: Coordination mechanism in government. The Minister of Internal Affairs through the anti-trafficking department will be tasked with coordinating TIP efforts. Currently, the Ministry of Gender, Labor, and Social Development oversees national policy efforts.

27D: Government officials have participated in a national anti-trafficking working group formed in 2005. In 2006, the working group participated in the drafting of the anti-trafficking law. The Government has a Minister of State for Ethics and Integrity and an Inspectorate General of Government that are tasked with investigating corruption.

The Ministry of Labor is working with police, local governments, the Ministries of Justice and Immigration, and non-governmental and

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international organizations to develop a draft National Plan of Action aimed specifically at disseminating anti-TIP resources throughout the country. Different ministries have national action plans that address trafficking problems in Uganda. The Ministries of Defense and Internal Affairs implement plans to end the LRA insurgency. The MGLSD also has a five-year plan that includes assisting children so that they do not become vulnerable to traffickers. NGOs have been consulted in these discussions.

27E: In October 2007 the GOU started to draft a law to address

sexual exploitation. The Ugandan Penal Code prohibits procuring of a female and causing her to become a prostitute, to leave the country to frequent a brothel elsewhere, or become an inmate of a brothel. Punishment for those offenses is imprisonment for up to 7 years. The same punishment applies in cases in which a female below age 21 is procured for the purpose of unlawful carnal connection with any other person in Uganda or elsewhere. The code also prohibits procuring any person by using threats, intimidation, false pretense or false representation or by administering drugs. Owning or occupying premises where a girl younger than 18 years is induced to have unlawful sex with any man is punishable by imprisonment for 5 years. Under the code, no person can be convicted of procurement based on evidence provided by only one collaborating witness. Ministry of Gender, Labor and Social Affairs officials said the law is difficult to implement. Most people who were previously arrested in the act of prostitution were charged with being idle and disorderly. The government continues community awareness-raising efforts to target poor rural areas where girls and women are most likely to be recruited.

27F: On February 29, 2009, the Minister of Ethics and Integrity announced that the Government will soon table the Anti-Pornography Bill 2009 in Parliament. According to the Bill, individuals found guilty of the act risk being sentenced to prison for 10 years or to pay a fine of \$5,000.

27G: The Ugandan Peoples Defense Forces (UPDF) provides anti-trafficking instruction as part of its human rights and child protection training for Ugandan troops deploying overseas. From 2007 to 2008, two Ugandan battalions (2,400 troops) serving in the African Union Mission in Somalia received human rights training and instruction on trafficking in persons from the UPDF's Human Rights Desk and Child Protection Unit personnel prior to deployment. In addition, the State-Department's ACOTA training package, which trained the second Ugandan battalion and subsequent battalions, provided Command and Staff Operations Skills training to prepare the battalion commander and thirty members of his staff for the Somalia mission. The senior leadership of the Ugandan battalions was taught the specific duties and principle responsibilities of senior officers to protect human rights, understand gender-based violence, eliminate of sexual exploitation, provide protection for children, and prevent of trafficking in persons. This training was mandated by the U.S. Congress for all USG-funded peace support operations.

Ugandan forces deployed to the DRC in December 2008 for "Operation Lightning Thunder" received refresher briefings on the treatment of children and others abducted by the LRA. Each Ugandan unit that deployed contained two to five Child Protection Unit officers. The UPDF, UNICEF, Save the Children, and IOM developed a protocol to protect victims that it has rescued from the LRA. The UPDF and Congolese military rescued over 280 former abductees between December 14, 2008-February 13, 2009 and turned them over to UNICEF, COOPI (an Italian NGO), and IOM.

BROWNING